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THE FIRST SECTION OF THIS PROGRESS REPORT CONTAINS A STATEMENT BY THE DIRECTOR GENERAL OF THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC, AND CULTURAL ORGANIZATION, AN APPEAL TO UNESCO MEMBER STATES BY THE INTERNATIONAL CONSULTATIVE LIAISON COMMITTEE FOR LITERACY, AND MESSAGES FROM 13 MEMBER STATES, MAURITIUS, THE VACICAN, AND OTHER SOURCES, ON THE OCCASION OF INTERNATIONAL LITERACY DAY. LARGELY BASED ON INFORMATION FURNISHED BY OVER 80 MEMBER STATES AND ASSOCIATE MEMBERS AND BY VARIOUS INTERNATIONAL NONGOVERNMENTAL BODIES, THE SECOND SECTION REVIEWS NATIONAL ENDEAVORS AND FORMS OF INTERNATIONAL COOPERATION IN SUPPORT OF LITERACY SINCE THE TEHERAN CONGRESS OF 1965. LITERACY STATISTICS AND OTHER DATA REFLECT NATIONAL EFFORTS TO INTEGRATE LITERACY WITH EDUCATIONAL ECONOMIC, AND SOCIAL PLANNING ESTABLISH SUITABLE LEGAL AND ADMINISTRATIVE STRUCTURES AND PROVISIONS, AND INCREASE ALLOCATIONS FOR ADULT LITERACY PROGRAMS, NEW FORMS OF REGIONAL AND BILATERAL COOPERATION, AND PILOT PROJECTS LAUNCHED IN ALGERIA, ECUADOR, GUINEA, IRAN, MALI, TANZANIA, AND VENEZUELA UNDER THE UNITED NATIONS DEVELOPMENT PROGRAM. MAHAMMAD REZA PAHLAVI PRIZE RECIPIENTS ARE LISTED. THE DOCUMENT INCLUDES FIVE TABLES. (LY)

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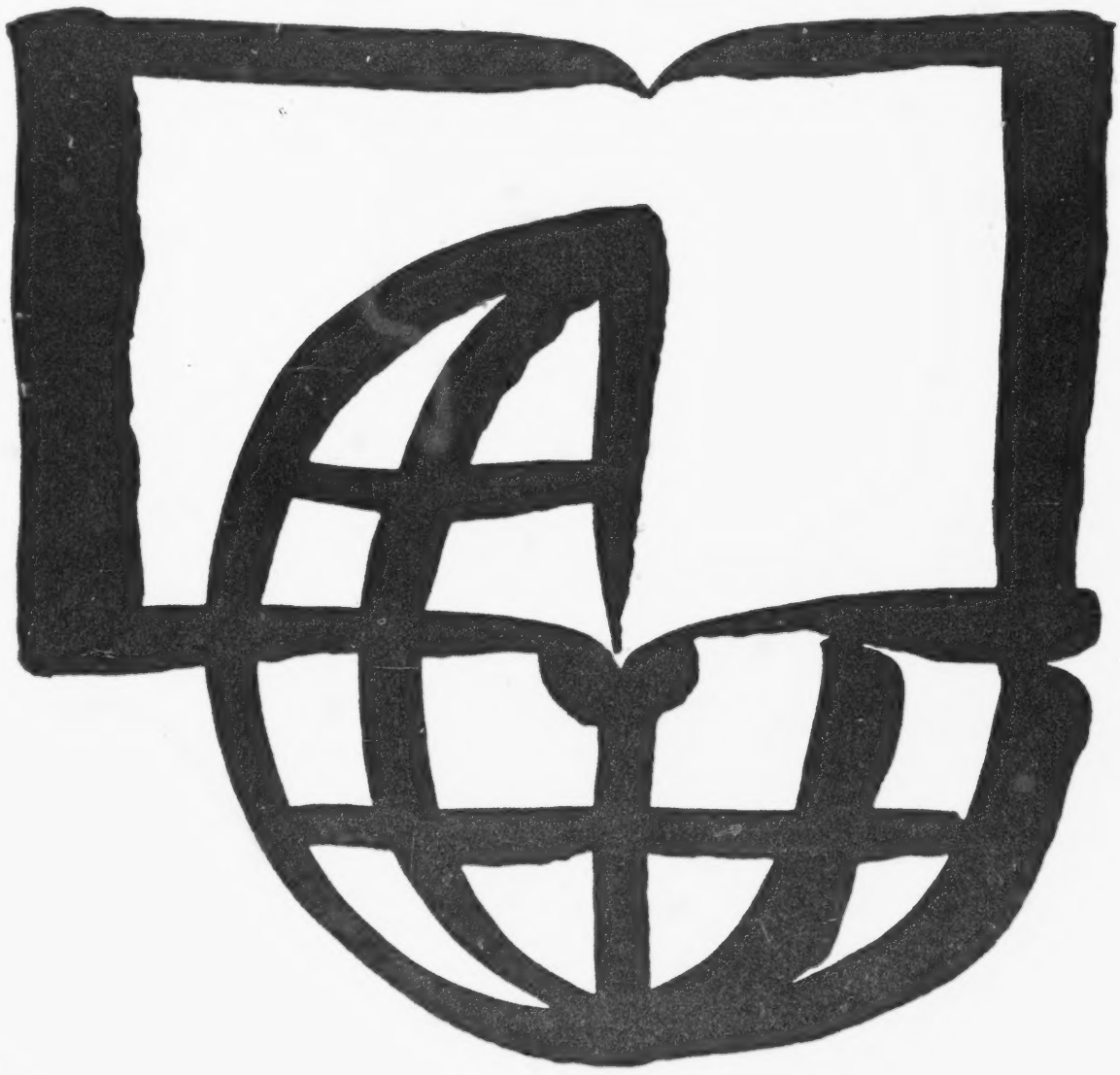

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Statement

Mr. René Maheu,
Director-General of the
United Nations Educational,
Scientific and Cultural Organization

Two years ago to the day, the World Congress of Ministers of Education on the Eradication of Illiteracy, organized by Unesco, opened in Teheran, thanks to the generous hospitality offered by His Imperial Majesty, the Shahinshah of Iran. The representatives of the eighty-eight countries that took part in the congress united in denouncing the shortcomings of a world in which there are a thousand million illiterates or semi-illiterates, and in declaring that the struggle against an evil of such proportions must be carried on co-operatively by the whole of mankind.

For it is a scandal that so many men and women should still be illiterate in the twentieth century—a scandal particularly patent when seen against the background of this Montreal World Exhibition, where so many achievements of man's genius are displayed. Knowledge is power; everything we see here bears witness to the stupendous progress made as a result of the development of science and technology. And yet, in the world as a whole, four out of ten human beings are untouched by that progress, being unable to participate actively in it and take conscious advantage of it, just because they have not the minimum elementary knowledge needed to understand the forces that bring it about and to grasp its significance. There could therefore be no more appropriate place in which to draw attention to the dangerous, the iniquitous, the tragic contradiction we find at present in a human community so organized—or rather so unorganized—that nations able to boast that 30 per cent of their young people are receiving higher education, live side by side with others in which only 3 per cent of the adult population can read and write.

After the Teheran Congress, the Member States of Unesco and various international organizations embarked on a concerted action to prepare for and hasten the coming of the time when it will be possible to launch the great venture which should be the crowning achievement of this century—the eradication of illiteracy. This *International Literacy Day* is a good occasion to measure the progress made over the past two years in this respect.

Information supplied by over seventy Member States shows that *national efforts* have been made in three directions.

To begin with, there is a general trend towards integrating literacy programmes first into educational development programmes and then into the wider context of economic and social planning. Thus, while the tremendous effort that has been made to improve primary school attendance is gradually reducing the magnitude of the task of teaching adults to read and write, a determination is emerging, at governmental level, to have done with the improvisation which, in the past, has too often marked literacy campaigns. Literacy teaching for adults—that is, for the productive section of the population—is increasingly becoming the concern not only of educationists, but also of the authorities responsible for development. Now that it is realized that illiteracy is a factor in underdevelopment, literacy teaching is conversely gaining recognition as a factor in development. Such is the meaning of the idea of functional literacy, which Unesco has adopted as a guiding principle.

Another point to be noted is that this change in the attitude towards literacy work has been accompanied by the establishment of national or local machinery designed to assist the activities undertaken and by the adoption of legal and administrative provisions to define and codify the collective and individual obligations that such activities entail.

Lastly, there has been an appreciable increase, sometimes at the cost of heroic efforts, in the funds allocated for adult literacy programmes. True, these investments are often very modest in absolute terms, and they are not always immediately profitable. But the mere fact that in two years, despite the limited means at their disposal, some countries have managed to set aside for literacy work twice, thrice and sometimes even five times the amount they formerly did is highly significant and most encouraging.

But while more efforts are being made and the rate of progress in increasing in the countries concerned—sometimes with bilateral assistance—so much remains to be done, and the problems to be solved are so complex, that no substantial, lasting results can be achieved without recourse to *international co-operation.*

Apart from the fact that comparison of national experience can only be made in such a framework, it has been found necessary to institute an *Experimental World Literacy Programme,* to pave the way for the possible launching, at a later date, of a campaign on a scale commensurate with the evil it is to combat.

For the past two years, Unesco has been engaged in carrying out this programme, having first arranged for a number of conferences and expert meeings to make a careful study of the problems involved. Its role—which is primarily to provide stimulus and co-ordination—consists in mobilizing in the service of literacy such resources, energies and moral authority as are

available all over the world. This is one of Unesco's top priority activities.

The launching of the Experimental Programme has called forth a great surge of enthusiasm throughout the world, which shows that literacy constitutes a deep aspiration of the underprivileged nations. Many countries immediately started planning or carrying out functional literacy pilot projects. In all, forty-eight States have declared their intention of taking part in the Experimental Programme, and decided to allocate large sums to this effect. At their request, Unesco has sent preparatory missions to twenty-two of these countries, to assist the competent national authorities in drawing up literacy programmes and determining how they can be financed.

The United Nations Development Programme has to date contributed over seven million dollars to experimental projects, which have been planned with the assistance of the above-mentioned missions and are now being carried out jointly by the governments concerned and Unesco in six countries—namely, Algeria, Ecuador, Iran, Guinea, Mali and Tanzania. The purpose of this assistance is to support ventures which will serve both as demonstration centres, showing the contribution that literacy work can make to development, and as laboratories where the most effective and economical methods of literacy teaching can be developed. It is of paramount importance that such assistance should be continued and indeed extended.

This provisional balance-sheet of an undertaking which is still in its early days, and in any case dealing with only part of the problem, is satisfactory in several respects, particularly with regard to approaches and methods, but we must not close our eyes to the fact that the over-all situation is still quite disturbing.

True, the efforts made since 1950 to promote primary schooling and adult literacy teaching have reduced the world illiteracy rate. This rate dropped from 44.3 to 39.3 per cent between 1950 and 1960 and it has continued to fall during the current decade. But this is not enough. Even now, the number of young people reaching the age of 15 without having been able to learn to read and write in primary school in still higher, every year, than the number of people over 15 years old who have been taught to read. To reverse this trend, it has been estimated that it would be necessary between 1960 and 1970 to double the efforts made for the promotion of literacy during the previous decade. Once this level was achieved the number of illiterate adults should at last diminish.

Unfortunately, up to 1966 this does not seem to have been happening. Indeed, on the basis of data collected in twenty countries with a total of about 53 million illiterates over the age of 15—these countries being spread over the different parts of the world, so that they may be considered a representative sample—it emerges that, in the period 1965-66, the number of literate adults has risen, on the average, by 11 per cent a year. Considering the amount of leeway to be made up and the general increase in population,

such a rate of progress, although remarkable in itself, is not enough to prevent an absolute increase in the number of illiterates in the world as a whole.

The efforts being made must, therefore, be substantially increased.

Is this possible? Undoubtedly.

The necessary motivation, that is, awareness of the need and the will to act to improve the situation—motivation among the people at large, without which any move on the part of the public authorities is doomed to failure and without which all foreign aid is useless—undoubtedly exists. In the present-day world nothing is more certain than the immense longing for education which is everywhere stirring the peoples of the developing countries. This I can testify.

The resources too, are there: both technical and financial. Man has never commanded so much wealth and such powers and in the task of bringing literacy to the peoples of the developing countries, we have at hand, thanks to the new techniques and methods of teaching and communication, means infinitely more efficient than those by which the industrial countries of Europe, North America and Japan were able to institute universal primary schooling at the end of the nineteenth century.

Yes, let me say it on this solemn occasion: the social and psychological, the technical and financial conditions are now satisfied for it to be possible first to reduce and then, before the end of the century, to wipe out illiteracy. But if these possibilities are to become realities, it is essential that those who command the bulk of the technical and financial resources of mankind, should really help the developing countries which are striving to advance in this direction. Here, as in many other cases, the underprivileged section of humanity will be able to make decisive progress only if it receives aid on a massive scale from the advanced countries in a context of general co-operation.

Unfortunately, such aid is now declining, at the very time when it is most necessary that it should increase. It has been calculated that in the space of three years, from 1961 to 1964, the flow of long-term capital and public grants to the developing countries has decreased both in absolute and relative terms, falling from 0.84 to 0.65 per cent of the gross national product of the industrialized countries as a whole. We are, therefore, moving away from, rather than drawing near to, the modest target set by the United Nations when they launched the Development Decade in 1961, namely that, by 1970, the most advanced countries would devote 1 per cent—1 per cent only—of their gross national product to aid for development.

May Unesco's work to promote literacy awaken men's consciences and enlist their best energies! To help human beings to emerge from the darkness of ignorance is an inspiring task indeed. To stamp out illiteracy in our age is a moral duty. It is an essential condition of human progress. It is one of

the foundations of true peace, that is a peace based on the freedom and dignity of man.

The success of this noble enterprise will undoubtedly depend on the determination shown by governments and by those in charge of international co-operation agencies, but it will no less depend on the support and active collaboration of men and women in all countries and all social circles, including the illiterates themselves. For we all know that, in fact, the efficiency of the action taken by the State is based upon the will of its citizens.

On this International Literacy Day, in this meeting-place and centre of world co-operation, on behalf of the world community of which in this matter Unesco is both the expression and the agent, I urgently appeal to the developing countries to intensify their action even further and to the advanced countries to make an ever more generous contribution to programmes of international or bilateral assistance, so that the combined efforts of all may at last ensure that every mind has access to the light of knowledge.

Montreal, 8 September 1967

René Maheu

Appeal

Addressed to Member States
by the International Consultative Liaison Committee
for Literacy

The urgency and vital importance of one of the essential tasks of our age —elimination of the gap between the have and the have-not countries—are daily becoming increasingly apparent throughout the world. It is also tragically obvious that one thousand million adults can neither contribute effectively to nor profit fully from development. It is for our generation—the generation of the twentieth century—to carry out this gigantic and vital task, the historic significance of which will certainly be made abundantly clear during the celebration of Human Rights Year.

The World Congress of Ministers of Education on the Eradication of Illiteracy, held in Teheran from 8 to 19 September 1965, agreed that the scourge of illiteracy affected all mankind, violated the dignity of man, impeded development and was an obstacle to international understanding. It strongly emphasized the decisive importance, for the eradication of illiteracy, of international solidarity and co-operation.

Although the tragic disproportion between the resources needed for this task and those available has only been further confirmed since the Teheran Congress, some grounds for hope have none the less emerged.

The appeals of the supreme spiritual and moral leaders of the international community, the determination of many governments to devote great efforts to the cause of literacy, the visible signs of international solidarity, that sacred duty which this task imposes upon all countries, and the encouraging start to Unesco's World Literacy Programme—all these things open up new prospects and inspire confidence and hope.

On behalf of Unesco's International Consultative Liaison Committee for Literacy,[1] I solemnly invite the governments of Member States of Unesco to follow the example of those States which have already made voluntary contributions to Unesco's Special Account for literacy work and to appeal to public opinion in their countries with a view to fostering and encouraging action by public and private organizations to increase that contribution.

1. For the composition of the committee see page 16.

The committee believes that the time is now ripe for the launching of a vast movement of international solidarity that will contribute decisively to the eradication of illiteracy throughout the world and will make it possible, in the wake of the great democratic gains of the nineteenth and twentieth centuries, to ensure access to education for all men.

The committee is sure that all governments will wish to contribute to the success of an enterprise of such capital importance for human dignity and progress.

Paris, 7 September 1967

ACHRAF PAHLAVI
Chairman of the International
Consultative Liaison Committee
for Literacy

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Messages

received by Unesco
on the occasion of
International Literacy Day,
8 September 1967

His Imperial Majesty Haile Selassie I
Emperor of Ethiopia

On this International Literacy Day We salute Unesco especially for the immense effort it is making to help the world to cast off one of its greatest burdens.

We know that many of the world's people go hungry, but do we realize how many of our fellow men and women do not enjoy the immeasurable benefits which come to those who can feel they are in the stream of human progress because they are able to read and write? In many of the developing countries three-quarters of the adult population—and in some places even more—are unable to read or write, and to these Unesco is bringing hope through its sponsorship of campaigns on their behalf and through its practical assistance to those who are working hard to overcome this problem—for problem it is.

Literacy can unleash much of the pent-up energy of our fellow men and lead it into fruitful and constructive channels—increasing the productivity of their labour and thus their prosperity and their enjoyment of the world's resources which were put here for the benefit of mankind.

Great programmes of assistance have been devised in recent years through Unesco and other United Nations organizations, but no project has held more promise for the fulfilment of man's potential than Unesco's project for widespread functional literacy. It is Our heartfelt hope that in this gigantic yet magnificent task Unesco will receive the support of all who themselves have enjoyed the benefits of literacy and the continuing education to which it inevitably leads.

May God bless this Organization and its endeavour.

HIS EXCELLENCY DR. URHO KEKKONEN
President of the Republic of Finland

Taking the eradication of illiteracy as the goal for mankind is one of the most courageous and far-reaching decisions in the Development Decade. At the same time, this undertaking is an encouraging sign of confidence in the possibilities of human civilization and international co-operation. I want to present my best congratulations for the important work of the World Literacy Campaign led by Unesco and honoured with the International Literacy Day which is to be celebrated tomorrow, 8 September, for the first time.

To improve education and to raise the standard of knowledge are aims common to all nations. That is why efforts to raise the level of education among nations should be undertaken jointly; for we know that many a developing country has not sufficient resources of its own to free its population from the chains of illiteracy as soon as is necessary. Achieving literacy is a necessary step toward the full enjoyment of human rights by every member of mankind. Without this step, no one today can participate on his own in the economic and social development of the community.

The focus in assistance to the developing countries can be put on many vital questions and problems which stand in the way of progress, but there is no doubt that in unlocking human resources literacy work has a key position.

The participation of Finland in this educational co-operation from its very beginning is to be welcomed with joy as a proof of the readiness and willingness of Finnish people to fill their part in the international co-operation based on the resolutions of the United Nations.

My wife and I therefore agree with pleasure to be patrons to your campaign. May this campaign be successful in spreading enlightenment as well here in our home country as in Tanzania.

HIS EXCELLENCY GENERAL OSWALDO LOPEZ ARELLANO
President of the Republic of Honduras

The Government over which I preside is participating in the venture consisting of conferring the benefits of functional literacy on the country's adult population as part of the World Literacy Campaign; and it is doing so because it is profoundly convinced of the historic importance of the work, which I shall endeavour to intensify and which is indeed the fundamental reason why the Government and people of Honduras have joined in the campaign, an act which I proclaim to the people on this International Literacy Day. The significance of this day is that it symbolizes man's spirituality, his reflective wisdom, reaffirming a common mandate in regard to one of the major problems of our time, to the resolution of which it is vital that the responsibility of the world conscience and community be committed.

It is becoming increasingly obvious that the inequalities between the developing peoples and the industrialized peoples are due in large measure to differences in opportunities and educational level. The work of altering this situation, which is so urgent a priority, must be based on functional literacy and the harmonious education of the entire population. To learn to read and write is no longer enough, a system embracing the whole nation and developing all its forces, capacities and hopes must be created in order to guarantee even more firmly to our people the employment of the benefits of freedom, and full conscious exercise of their civic and political rights and access to a better life through an education that will ensure a permanent place for them in the world of culture.

Honduras regards education not only as one of the most important of man's natural rights—as indeed is recognized by the Constitution of the Republic and in our national tradition—but also as the foundation of national development, as the best and most productive investment permitting full development of all the nation's powers and securing the greatness of our homeland, a task in which we are all fully united as good democrats.

For this reason my Government attaches the greatest importance to proper management by ensuring a high standard of teaching personnel at all levels; to the administration, supervision, direction and improvement of the educational system and those who operate it; to the introduction of modern and functional curricula and syllabuses; to the establishment of a well constructed and balanced educational system in keeping with our country's needs and possibilities; and to everything, including a school libraries plan, that will contribute to the acquisition and preservation of culture.

Although I regard education and functional literacy as the main instru-

ment of development, I also look upon them as a problem of conscience, as a basically moral responsibility which should stimulate all efforts and stir all wills. A great deal is already being done in this regard by the Ministry of Education, but much remains to do and vast resources are required. I therefore call upon the authorities to redouble their efforts and appeal to the individual responsibility of all citizens.

On this day, in which Honduras naturally participates since the work is one in keeping with our tradition and history, I therefore appeal to the conscience of the nation, to all governmental and private forces of the country, to join us in this common undertaking. Through Unesco, to which education in our century owes so much, I confidently call upon the international community once again to do its utmost to eradicate illiteracy once and for all, thus bringing to an end one of our age's tragic injustices. In this appeal, which is a reflection of our history and our faith, I am joined by a people which in this way looks forward to its rightful destiny of greatness and freedom.

HIS EXCELLENCY DR. ZAKIR HUSAIN
President of the Republic of India

The eighth of September was proclaimed International Literacy Day at the historic World Congress of Ministers of Education at Teheran in 1965.

To us in India, the recommendations of the Teheran Congress have a twofold significance: they stand as a luminous landmark in man's uphill struggle towards knowledge and the perfection of his spiritual, social and economic potential and thus symbolize the highest ideals of our nation. Secondly, this anniversary is a timely reminder to us and people throughout the world, suffering from the scourge of illiteracy, to intensify national action for the redemption of the pledge taken at Teheran.

To this end much useful effort has gone into the last two years. The Government of India set up an Education Commission to advise on a national pattern of education and on the general principles and policies for its development at all stages, including social education and adult literacy. The commission has recommended the eradication of illiteracy within a period of twenty years. The onslaught on illiteracy has assumed several fronts; through a comprehensive programme of social education in all the states of the Union, valuably assisted by voluntary organizations; through a link between farmers' education and literacy in order to improve our food production; through the pilot projects as an advance action for launching bigger programmes during the Fourth Five-year Plan; through accelerated expansion of universal schooling; and the provision of general and vocational education to the younger adults. Literacy activities are sustained by research and studies, evaluation, training of project personnel, production of teaching material and careful strengthening of the infrastructure.

We consider literacy as an essential factor in economic development and envisage a massive adult literacy movement for enhancing production, both in the factory and on the farm. We conceive adult literacy as functional in character linked with the work and life of our people.

Thus, the Experimental World Literacy Programme of Unesco has our warmest endorsement and no effort will be spared to promote its laudable objectives.

In India, literacy has never been regarded as an end in itself; to us it is a path for preparing the community for social, civic and economic roles which transcend the limits of rudimentary literacy. India has accepted the responsibility for wiping out illiteracy throughout the country within a measurable period of time. The Government and our whole society are striving resolutely to achieve this target. On the international scale we are

equally resolved to make our fullest contribution within the growing fellowship of sister nations for the attainment of the noble objectives enshrined in the declaration at Teheran which commemorates this day.

The higher Himalayas of illiteracy have yet to be scaled, but the recent remarkable progress of several developing regions of the world, in technical co-operation with the United Nations family and friendly countries, is an inspiration to ever greater effort and an assurance of ultimate triumph.

His Imperial Majesty the Shahinshah of Iran

My response to the appeal by the International Consultative Liaison Committee for Literacy is all the more ready for the fact that the date chosen for this International Day commemorates the historic Teheran Congress. My country has already made a material and moral contribution to the world campaign launched by Unesco. Not only have we paid into the Organization's Special Account a day in our military budget but we have also offered to publish a million literacy textbooks free of charge for the countries of Asia.

It may, however, be questioned whether today's appeal will be enough to bridge the enormous and tragic gap between needs and resources. The stakes are very high: nothing less than opening the road of light and progress to a third of mankind. Perhaps yet further means should be employed to mobilize world opinion to the maximum and make it fully alive to this great work of universal solidarity. The establishment of top-level international committees has on several occasions made it possible to save historic monuments which belong to the common heritage of mankind. Is it unreasonable to believe that consciences will be stirred by the same fervour when, not stones, but human beings sunk in the night of ignorance are involved? Be that as it may, I take this opportunity of suggesting to all Heads of State that a high-level committee be set up to shoulder this vast humanitarian task.

HIS EXCELLENCY MR. GIUSEPPE SARAGAT
President of the Italian Republic

The celebration, at Unesco's instance, of the first International Literacy Day draws attention at a particularly significant moment in history to one of the fundamental themes of peace: the struggle against ignorance which frees men from the deepest humiliation afflicting them in their natural aspiration after education and culture. Just two years ago, when the Ministers of Education of eighty-eight countries, as the guests of H.I.H. the Shahinshah of Iran, were inaugurating in Teheran the World Congress of Ministers of Education on the Eradication of Illiteracy, there was no reason to suppose that the first of the International Literacy Days to which they looked forward would take place so soon after events which have reminded us how hard it is to eliminate war from the minds of men. The conflict we have lately witnessed, although short and limited, showed us how a few hours could wreak the destruction of works of man equalling or even surpassing in value the sums which Unesco had informed the United Nations would be necessary for decisive action to stamp out illiteracy, a scourge afflicting some thousand million human beings throughout the world.

We hope that this recent demonstration will give food for thought to all the nations and their leaders, convincing them of the futility of any war when set against the work of raising man's cultural level, which provides a possible and necessary basis for mutual understanding and coexistence, leading to economic and social benefits far more certain and more lasting than those pursued in vain by force.

By joining in this celebration, Italy hopes to help Unesco in reaping an ever richer harvest from its efforts to exalt man's sense of dignity as he views himself, as he surveys the works and instruments of peace created by the genius of modern civilization or inherited from preceding generations, and as he contemplates the mighty forces of nature, and so to attain to that greatest of all goods—Peace.

His Highness Sheikh Sabah Al-Salem Al-Sabah
Amir of the State of Kuwait

It gives me much pleasure to send you this message. And I really welcome this occasion to join in celebrating the International Literacy Day, adding my voice to others in calling attention to the importance of this venture sponsored by Unesco, to the great benefit of mankind.

In this connexion, I cannot but praise the good endeavours of your esteemed organization to which we give full credit for offering us best advice on education, including literacy. Bent, as we are, on education generally, our literacy programmes are envisaging the entire area of the Arabian Gulf. We would like to see full literacy prevail throughout this part of the world in the very near future. So I assure you that the State of Kuwait is doing its best to live up to its obligations. Of course, all of us are expected to co-operate in this venture heading to eradicate the evils of illiteracy.

Indeed, among the many problems facing the world today, shortage of food and illiteracy come in the forefront. And so, one would hope that humanity will find its way to divert what is being spent on armaments and destructive weapons in a constructive direction towards the satisfaction of basic needs and the welfare of man.

It is really deplorable to think that 700 million of the adult population of the world are illiterate. One would stand amazed before such a paradoxical phenomenon in this twentieth century of ours, the age of the atom and extensive scientific progress. Such a lag is rather a blot on civilization which should be effaced. And accordingly, the wide gulf separating individuals and societies has to be bridged for the sake of world peace, freedom, happiness and dignity of man.

In the hierarchy of values of development, education comes first. That is while literacy is basic as a starting point to education, opening the portals of learning to all. It is the 'Ariadne thread' that would lead them through the maze on the way to enlightenment and self-discovery, setting free their minds from shackles. Thus, to our joy, doing justice to those disinherited fellow human beings.

Well, such is the magic power of the written word. It can traverse space and time, carrying a message from the remotest past and the farthest distance, thereby serving, *inter alia,* as a means for fostering fraternity, unity und understanding amongst mankind.

Let us hope that this campaign will achieve its noble purpose and be crowned with success.

HIS EXCELLENCY MR. WILLIAM V. S. TUBMAN
President of the Republic of Liberia

Today, along with other Member States of Unesco, we join in observing the first celebration of International Literacy Day throughout the world. The struggle against illiteracy has been intensified with the adoption of the resolution last year by this world body to change the heretofore individual national struggle to a world-wide affair. We are happy for the entry of Unesco into this fight against one of man's most formidable adversaries because it spells a very bright future for this campaign, and makes it more meaningful.

From the inception of this programme in Liberia in 1948, we have followed its progress very closely and with much interest. Every year we have tried to give encouragement both to students and teachers, and we express our sincere appreciation to all concerned with this programme—the teachers, tribal officials, concessions, religious organizations and private individuals—without whose help and co-operation the campaign could have been a failure. It is also gratifying to note that the students have displayed great determination and tenacity of purpose in the pursuance of their studies. This means much to me because it proves that our efforts and energy are not being wasted.

Since we declared war on illiteracy we have gained a lot of ground and intend not only to consolidate our gains but to make considerable advances in the future. We shall continue to fight illiteracy in this country with all the resources at our command. We shall never give up until the common enemy has been brought to its knees and the country set free from illiteracy and all its attendant evils, including ignorance and stagnation.

In a bold and ambitious programme we have set a target for the training of 250,000 persons in the basic skill, in speaking, writing and reading English, over a period of five years. With this background it will be easier to teach them the fundamental principles of how to improve their homes and community, their health and environmental sanitation, so that their economic status may be improved.

I feel the inadequacy of words to express my true feelings when it comes to the question of illiteracy in Liberia, and I challenge the national pride of each of you, my fellow citizens, I call upon everything good in you to help to fight this war against illiteracy. It has now become a world war and we cannot afford to be left behind. We must fight side by side with the rest of mankind. It must be a war to the finish; so let us gird ourselves, for we shall neither give nor take quarter until this enemy of man is completely overthrown.

I feel certain that my message to you on this occasion will be like a clarion call to action: it will arouse every heart, and charge the very air we breathe with its importance and urgency.

This message needs no special eloquence to transmit it to you, because we are calling on your patriotism, devotion and national integrity to arouse that feeling which is greater than all eloquence—the call to action; noble, sublime, godlike action that will brace and strengthen us in our fight for the total eradication of illiteracy from our land in particular and from the face of the earth in general.

May Unesco continue to prosper in its undertaking for the good of mankind.

His Excellency Gustavo Diaz Ordaz
President of the United Mexican States

On the occasion of the celebration of International Literacy Day, the Mexican people reiterates its determination to continue unremittingly the campaign to achieve the maximum degree of literacy at the earliest possible moment, being convinced that the balanced development of the various sectors of national life to which we aspire will be insecurely based if we do not find a final solution to the problem of ignorance.

Mexico recognizes the decisive role of Unesco in the crusade which the whole world has undertaken for the eradication of illiteracy and to which it will continue to contribute in order to consolidate better living standards for all, without distinction of race or politics.

HIS EXCELLENCY MR. ISMAIL EL AZHARI
President of the Supreme Council of State of the Republic of the Sudan

The people and Government of the Sudan, while commemorating the International Literacy Day, extend their most cordial thanks to Unesco for launching the world-wide campaign against illiteracy. Most hearty congratulations for the novelty of the pilot literacy projects with thanks for including the Sudan in experiment.

It is our sincerest wish that no labour shall be spared in this country to work seriously and thoughtfully for the eradication of illiteracy, making most use of international and bilateral help in this field. Let the different organizations in this country join hands and co-ordinate their efforts and work diligently and insistently for the sake of economic and social advancement under the auspices of the National Literacy Committee, for this is the road to peace.

HIS EXCELLENCY MWALIMU JULIUS K. NYERERE
President of the United Republic of Tanzania

International Literacy Day, 8 September, has a special relevance and importance for us in Tanzania.

The majority of our people still cannot read or write in any language. Almost half our children still do not go to school at any time in their lives. Yet we have ambitions to develop our country into a modern socialist State.

An important part of our struggle for development must be the spread of education of all kinds. It is imperative that those who can read and write should teach those who cannot. It is imperative that those who have learned something of modern agriculture should teach those who have not. Those who have had the opportunity to learn something of the principles of health and hygiene should teach others. Those who have any knowledge which is useful in our development should be trying to spread that knowledge in the villages and the towns thoughout our country.

We in Tanzania are fortunate to have a Unesco project in Adult Education and Development being organized near Lake Victoria. All those concerned in this important project must work hard to make it a success. But we must not relax our efforts in other parts of the country, for ignorance in basic matters of health and agriculture is something we ourselves can defeat in the spirit of self-reliance.

On this day I send special greetings to all those who teach others, whether it is in the schoolroom, under the aegis of the Ministry of Community Development, or TANU, or other organization, or whether it is simply as a result of private arrangements to teach neighbours and friends. This work is a practical contribution to the success of our fight against ignorance, and all those who undertake it are therefore soldiers of the United Republic in the front line of our attack.

HIS EXCELLENCY MR. HABIB BOURGUIBA
President of the Republic of Tunisia

While the developed countries move rapidly along the path of economic and social progress, the developing countries, despite the efforts made to plan and to exploit all their national resources, still fail to register a satisfactory advance. The only explanation of this alarming stagnation is that the nations concerned lag behind in intellectual and cultural development; and the basic reason for this dangerous backwardness is this very illiteracy of which we talk. When it knows that half of humanity is illiterate, the other half cannot remain unconcerned. Accordingly, the fight against illiteracy is indeed an international problem and, in this age of interdependence of peoples, the problem cannot be solved without the support of world public opinion and international co-operation. An agreement was reached on the subject by the Teheran Congress, which we are commemorating by celebrating this International Literacy Day. This agreement forcefully proclaimed a new humanism, demanding for all men and women the right to advancement, a new humanism that fights for the liberation of man and for his control over his own development, rather than passive submission to it. On this day it is the duty of all nations to awaken to fuller appreciation of the far-reaching importance of a concerted struggle against illiteracy, and therefore to forge a dynamic link between literacy and education on the one hand, and social and economic development on the other. In this way the progress of man, which is the aim of the United Nations, will be assured.

THE HONOURABLE CHARLES FRANKEL
Assistant Secretary of State for Educational and Cultural Affairs
of the United States of America

The occasion of International Literacy Day underlines for us all the tremendous potential of peoples who are adequately prepared to meet the challenge of the modern world. That illiteracy places obstacles in the path of the full realization of that potential is axiomatic. That efforts to eradicate it deserve the support of all men of good will is unquestionable. Unesco's programme of careful experimentation in the techniques of literacy training is, under your energetic direction, making an important contribution to the noble goal of universal literacy, and I commend you heartily for your efforts.

While the problem of illiteracy is most acute in the developing countries, it is a problem common in some measure to all countries. In the United States, for example, despite a literacy rate of over 90 per cent, Congress in November of last year passed an Adult Education Act which authorized federal aid to the states for the education of illiterate and under-educated adults.

Complementing its efforts at home, the United States will continue its world-wide endeavours, individual, private and governmental, to foster and support literacy programmes. As President Johnson said last year, 'nowhere in the world is the universal desire to eliminate illiteracy held more passionately than in this nation'.

HIS EXCELLENCY SIR SEEWOOSAGUR RAMGOOLAM
Prime Minister of Mauritius

Two years ago, on 8 September 1965, on the initiative of the Shahinshah of Iran, a congress of Ministers of Education was inaugurated in Teheran. That world congress on the eradication of illiteracy gave a fresh impetus to the World Literacy Programme which Unesco had initiated in 1961, following a previous resolution voted by the General Assembly of the United Nations. Thus fresh hope was given to the millions of people who are still illiterate in the world. In fact it is currently estimated that two persons out of every five are still illiterate. Cut off as they are at present from the rest of their societies through their inability to communicate by means of the written word, these people are not in a position to play their full part in contemporary life. It is in the developing countries that the problem is most acute because of the serious impediment that illiteracy or inadequate literacy causes to development. For that reason the world congress of Ministers of Education on the eradication of illiteracy, held two years ago on this very day, as well as Unesco, has mobilized world opinion and sought the assistance of richer nations in favour of the poorer ones in that fight against the scourge of illiteracy. A selective strategy has been adopted in the first phase of operations, that of providing instruction to illiterates or partly literate people engaged or about to engage in productive occupations. That strategy has been termed 'functional literacy' and we are fortunate indeed to have at this period a literacy planning mission which has been sent to this country by Unesco at the request of the Government in order to advise on work-oriented literacy programmes. I do therefore reaffirm the determination of the Government to participate, with the necessary assistance from abroad, in the World Literacy Programme sponsored by Unesco and to take the necessary steps in order that sectors of the population may become adequately literate to enhance their productivity and ultimately in order that illiteracy might be completely eliminated in this country.

His Holiness Pope Paul VI

We learned with much satisfaction that, in pursuance of the decision of the General Conference of the Member States of Unesco, adopted at its fourteenth session in Paris in 1966, the world was to celebrate for the first time on 8 September, International Literacy Day.

Earlier, at the time of the Teheran Congress in 1965, We Ourselves had felt it incumbent upon Us to emphasize the part which the Catholic Church has ever played in this great undertaking; and, in Our recent encyclical on the Development of Peoples, We recalled that 'hunger for education is no less dispiriting than hunger for food: an illiterate is a person with an under-nourished mind. To be able to read and write, to receive a professional training, means recovering confidence in oneself and discovering that one can advance along with others' (*Populorum Progressio,* para. 35).

May this happy initiative on the part of Unesco evoke throughout the world a great upsurge of public opinion, and stir the public authorities to generous emulation so that the noble cause of the literacy campaign may be effectively upheld by the peaceful co-operation of all men of good will. As for Ourselves, We can assure you that Our Catholic sons will be proud to be in the front rank of those who in fruitful collaboration with Unesco work unselfishly for literacy.

Thus it is with a full heart that We call down an abundant store of the divine blessing upon this International Day and upon all who take part in it for the greater good of the whole human family.

U THANT
Secretary-General of the United Nations

That great living document, the Charter of the United Nations, begins with the words 'We the *peoples* of the United Nations'. It then reaffirms our faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and our determination to promote social progress and better standards of life in larger freedom. It goes on to proclaim our resolve to combine our efforts to accomplish these and other aims, all of them directed to the achievement of peace.

To four out of ten men and women in the world, such affirmations and resolves—if they reach them at all—must seem hollow and almost meaningless, for they cannot read and write. They are outside the privileged circle, and their chances of advancement are few. Without them, how can our great drive for peace and human betterment succeed?

That is why, on the invitation of the United Nations Educational, Scientific and Cultural Organization, I urge you all to celebrate International Literacy Day, 8 September of this year. Let those who can read this statement pledge themselves to support the world-wide literacy movement. Let those who hear me and who have not yet learned to read and write, use the facilities which will become available to them, and grasp the chance not only to widen and deepen their contact with their fellow human beings, but to enlarge their economic and social opportunities. By celebrating this day, in such ways, you will be contributing towards international understanding, without which there can be no lasting peace, and towards the great economic and social objectives of the United Nations.

MR. DAVID MORSE
Director-General of the International Labour Organisation

All human beings have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity; yet only a minority of the peoples of the world are in a position to enjoy this right. Of the many barriers which prevent the remainder of mankind from improving their material and spiritual conditions, inability to read and write is one of the most important.

Moreover, in the modern world, illiteracy spells waste—waste of the human resources which are a nation's greatest asset. There are millions of people, all over the world, who through no fault of their own, through ignorance, are at present not making the contribution they should to their own welfare and that of the societies in which they live. The conjunction of ignorance, unemployment and squalor must not continue to be the fate of the majority of our fellow men.

Literacy is the key to a better world. With this rudimentary skill, men can be taught to develop the other skills required to produce enough for all, and they will find it easier to understand the changes in the world around them and to associate with their fellows in shaping their own destinies. In view of the role universal literacy can thus play in improving the conditions of life and work of the vast majority of mankind, I am particularly happy to associate the International Labour Organisation with International Literacy Day .

MR. LOUIS SAILLANT
Secretary-General of the World Federation of Trade Unions

On the occasion of 8 September 1967, dedicated by Unesco to the propagation of literacy among the 750 million adults who aspire to it, I should like, personally and on behalf of the World Federation of Trade Unions with its 140 million members, to assure you that we and our affiliated organizations shall continue to expand our activities in collaboration with Unesco and with all who wish millions of illiterate men and women throughout the world to receive help and assistance in their efforts to achieve a more satisfactory social and cultural life.

Meeting on 7 and 8 September at Prague, the Secretariat of the World Federation of Trade Unions is considering still more vigorous measures to promote literacy and induce all the countries concerned to pass laws making it compulsory for adults to be taught to read and write and for workers to receive vocational training; to ensure that workers who are illiterate are enabled to study for one hour each day, with full pay and during their employers' time; and to encourage our affiliated organizations to try even harder to enhance collaboration with the peoples and trade unions engaged in the immense struggle against illiteracy that can be won only by concerted effort on the part of all concerned.

Progress

achieved in literacy
throughout the world since the
Teheran Congress in 1965

Preface

This attempt at a balance-sheet of the fight against illiteracy launched throughout the world since the holding of the World Congress of Ministers of Education on the Eradication of Illiteracy (Teheran, 8-19 September 1965) is in two parts, the first dealing with national endeavours and the second with the evolution of international action.

The data used in this study have been drawn for the most part from the replies received from over 80 Member States and Associate Members,[1] and from various international non-governmental organizations, to a questionnaire drawn up by the Secretariat.

The document is inevitably incomplete and fragmentary. It cannot portray the sum total of all that has been done in various ways by the States and organizations concerned. But it does indicate clearly the major tendencies of world action in the literacy field and of the evolution in thinking which has stirred and shaped that action since the time of the Teheran Congress.

1. *Africa:* Cameroon, Republic of the Congo, Dahomey, Ethiopia, Ivory Coast, Kenya, Liberia, Madagascar, Malawi, Mali, Mauritius,* Niger, Nigeria, Senegal, Somalia, Sudan, Tanzania, Chad, Togo, Zambia. *Arab States:* Bahrain,* Kuwait, Libya, Saudi Arabia, Syria, United Arab Republic. *Asia:* Burma, Cambodia, Ceylon, India, Iran, Japan, Korea, Laos, Malaysia, Nepal, Pakistan (East), Philippines, Singapore, Thailand, Viet-Nam. *Latin America:* Argentina, Bolivia, Brazil, Chile, Colombia, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Jamaica, Paraguay, Peru, Uruguay, Venezuela. *North America:* Canada, United States of America. *Oceania:* Australia, New Zealand. *Europe:* Belgium, Bulgaria, Cyprus, Czechoslovakia, Finland, France, Federal Republic of Germany, Greece, Hungary, Italy, Luxembourg, Malta, Netherlands, Norway, Poland, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United Kingdom, Yugoslavia.

* Associate Member.

Introduction

Two years: a short stage in a long story

The history of man's struggle against illiteracy throughout the world has the aspect of a long, slow journey punctuated as much by phenomenal results in the schooling of children and in adult literacy as by formidable difficulties encountered, by half failures and by the unsteady rhythm of this highly complex process. The concerted efforts undertaken in recent years at the international level represent a new and significant stage in this process, of which the World Congress of Ministers of Education on the Eradication of Illiteracy (Teheran, 8-19 September 1965) marked, for many reasons, the climax.

Short as it is, the period that has since elapsed has been an important one in several respects.

Measuring the ground covered in this brief interval it emerges clearly, in the first place, that a better understanding has been achieved of illiteracy as a feature of underdevelopment and that this has led the responsible authorities to take the problems of underdevelopment as a base-line in attacking illiteracy. In the second place there has been an increasingly clear awareness of the specific needs it is proposed to meet by conducting literacy programmes. Finally, there is now a determination to mobilize all the technical and financial resources which can be marshalled in support of functional literacy work.

Nevertheless, it has become clear during the same period that the endeavours made are still inadequate, while the gulf which separates the developed countries and those in course of development has become deeper, and the disparity between the modest means available and the immense needs to be met has become sharper.

In other words these two years have seen the rise of great hopes but also the emergence of grave anxieties.

The legacy of Teheran

The great international meeting of minds to which the Teheran World Congress of Ministers of Education on the Eradication of Illiteracy gave occasion established beyond doubt that the existence of countless illiterate adults acts as a brake on economic and social development; and that in the majority of cases, the prospects of success of development programmes are largely conditioned by the ability of the State to solve the problem of illiteracy.

The essential features of the new strategy worked out at the Teheran Congress are the following: (a) literacy programmes must be incorporated with plans of eco-

nomic and social development; (b) literacy work must begin among those population groups whose motivation is strongest and who have the greatest need of becoming literate, both to their own advantage and to that of their country; (c) literacy programmes should preferably be linked to economic priorities and carried out in areas undergoing rapid economic expansion; (d) literacy programmes should not be confined to the teaching of reading and writing but should include professional and technical knowledge, thus promoting a fuller participation by adults in economic and civic life; (e) literacy work must form an integral part of the educational planning and structure of each country; (f) the financial costs of functional literacy should be covered by diverse public and private resources, together with investments; (g) literacy programmes of this new type should be related to the pursuit of economic and social objectives (increase of manpower output, production of foodstuffs, industrialization, social and professional mobility, creation of additional manpower, diversification of the economy, etc.).

Two years exactly after the opening of the Teheran Congress on 8 September, an 'International Day' will be celebrated which provides an opportunity—and in a sense creates the obligation—to raise a question which comes perhaps a little early but which cannot be eluded: to what extent have the States succeeded in carrying out the strategy recommended at Teheran? To what extent have the notions there approved begun to take shape in unfolding events, to strengthen the resolution of governments, to condition the decisions of the masters of the economy—in a word, to assume concrete form?

Clearly a true balance-sheet will not emerge for some time and then only in terms of progress genuinely achieved in action and through action, against the background of countless obstacles still to be surmounted and of the gradual and constructive definition of the real implications of the new watchwords. Yet it can already be stated of the action so far undertaken that it is marked by a vigorous impulse and a new approach.

The very vigorous impulse given to the cause of literacy at Teheran has resulted both in a quickening of national endeavours and in a strengthening of international co-operation, even though it has to be admitted that time, and often much time, has to elapse before changes in mental attitudes can bring about a transformation in teaching methods and in organizational structures. Nevertheless, there can be no doubt that the linking of literacy work with economic development has become an established fact in a great many States.

The new approach which is visible both in national endeavours and in the strengthened international co-operation gives proof that the recommendations of the Teheran Congress have taken living form and that they constitute henceforward the dominant thinking behind all literacy work.

There is of course no question, as a result of the congress, of replacing extensive methods by intensive ones. The will and the aim remain truly unchanged: to ensure the efficacy of literacy work, and to that end to give it a functional character. What is important in what is termed here the new approach is that it throws a sharper light and gives greater reality to the fecund recommendations of the congress, the validity of which is attested by the progress achieved in the past two years.

National endeavours

It is clearly out of the question to give here a quantitatively complete and exact account of national literacy compaigns undertaken during the past two years. Facts and results can only be brought to account in a valid way to the extent that they are qualitatively homogeneous, and this is far from being the case in the matter of literacy work, where events and situations are exceptionally varied. On the other hand, how could we not attempt to garner such a rich harvest of initiatives, processes, tendencies and achievements when the very object of the Experimental World Literacy Programme is to compare national endeavours? Hence the following report which is, however, deliberately selective.

The new approach

It cannot be denied that notwithstanding the Teheran Congress, literacy work in a substantial number of countries remains largely unchanged. Yet it can be affirmed that literacy programmes, whether conceived traditionally or newly, have without doubt grown in magnitude. Nor can it be denied that genuine progress has been made, in the spirit of Teheran, while Member States have made appreciable efforts to enrich their existing programmes by introducing fresh ideas into them.

Originally and until quite recently, action against adult illiteracy was the almost exclusive concern of non-governmental organizations, of private bodies and of missions. In the final account it flowed from initiatives by men of good will, just as if what was really at issue was action of a social or humanitarian character, or an attempt at 'reclaiming' adults whom fate had treated harshly. Today on the contrary, most governments consider themselves directly responsible for adult literacy work. Simultaneously the unconcern—in varying degrees—of leaders of finance and industry and of planners for literacy work has been replaced by a growing interest on the part of all those concerned with the direction of the economy or with the task of development. And while these latter are beginning to espouse the major principles adopted at Teheran, educators themselves are discovering the existence and the attraction of experiments in functional literacy undertaken by various industrial units in close relationship with vocational or professional training.

The new approach is thus emerging in many countries, first through the incorporation of literacy programmes with educational development plans, and more generally through their addition to plans for economic and social development. This situation already obtains in such countries as Argentina, Burma, Cameroon, Ecuador, Ethiopia, India, Iran, Libya, Mali, Senegal, Spain, Tunisia and others.

This trend naturally signifies a most important step forward to the extent that literacy work takes its logical and organized place in the unfolding economy of the nation.

On the one hand responsible leaders tend increasingly to look upon literacy as part and parcel of the major problems they are attempting to solve. This is the case, for example, where there is a question of a major shift of manpower, of placing new lands under crop, or of launching new industries; in all these instances a new labour force has to be trained to man new units of production, while vocational training must be introduced to restore the productive capacity of existing units brought to partial standstill by major migratory movements.

The notion launched at Teheran, of linking literacy work with the priorities of economic development, has encouraged those responsible to undertake a thorough rethinking of priorities in the various sectors of activity. Thus Ministries of Education have been observed to enter into talks with planning authorities, or other ministries, and display great energy in framing broad and coherent plans of action. Many countries now provide very striking examples of dynamic initiatives in these directions. In Algeria the selection of the irrigated area of the Bounamoussa, the petro-chemical complex at Arzew and the 'self-governing' estates of Staouéli as sites for a pilot project in functional literacy may be regarded as a faithful application of the selective strategy drawn up at Teheran. Similar projects are connected with the textile factories at Chbin-el-Kom (United Arab Republic) and in the Ghâb Valley (Syria), the oil installations in Saudi Arabia and Kuwait, the fisheries in Qatar and the semi-rural district of Tazerka in Tunisia. Other examples of similar action can be found in the industrial undertakings of Cap Vert (Senegal), the harbour works and the Firestone factory at Monrovia (Liberia), the 'co-operative villages' of the Republic of the Congo, the Tuncbilek mines in Turkey, the Youth Settlement schemes in Ceylon, the Nam-Ngum barrage in Laos, the Rodovia project in Brazil, the agrarian reform areas in Chile and Guatemala, etc.

This fresh approach can also be observed in countries where illiteracy is now more or less vestigial. France, for example, believes that literacy work must be selective, that it must aim at promoting economic growth and that it should be rigorously structured in terms of the priorities of the overall plan. Yugoslavia has given a similar direction to literacy programmes which there are designed to meet the actual needs of adults engaged in production and to equip them to play an active role in economic and social life. In the United States of America adult education programmes aim at reducing illiteracy to the lowest possible level, to improve the yield of literacy work by giving it a functional character and thus to enhance the aptitudes and capacities of insufficiently trained adults.

Institutional reforms

The new approach noted above was not the only result of the evolution of doctrines highlighted at Teheran. There have also been institutional changes and, in some cases, complete shifts of responsibility and initiative.

Programming

Many countries have taken far-reaching steps in the field of literacy planning. Due to profound differences in national structures, these steps vary very widely; but the aim of many of them is to introduce more rigorous programming and to establish medium-term objectives. Some Arab countries, for example, have set themselves the goal of total literacy, within certain age-limits, in the space of ten years (fifteen in other cases). In the Philippines a government decree and related regulations provide for a systematic literacy campaign spread over six years (1966-72). Burma has set an even shorter period to attain the same end; in Iran, the fourth five-year development plan (1967-72) envisages a 30 per cent reduction in the illiteracy rate; while in Italy, Mexico, Turkey and other countries literacy programmes have been adapted to conditions in the different regions or population groups.

Legislation

Some countries have taken legislative action to compel certain social categories to take part in literacy programmes. Thus in Libya and Iraq, laws are in preparation making it compulsory for illiterate adults to attend courses. Elsewhere (in Guatemala and Venezuela, for example) the aim of new legislation is to generalize the system under which undertakings invest a part of their profits in literacy programmes for their personnel. In Cambodia and Ecuador, recent laws require literate adults to assist in the education of their illiterate compatriots.

Other laws and decrees already promulgated or in course of adoption aim at the reform of administrative structures in the light of the demands of literacy development. Thus new national literacy services have been created in Argentina, the Republic of the Congo, Dahomey, Ethiopia, Korea, Mauritania and the Republic of Viet-Nam. In Indonesia, Madagascar, Mauritius, Paraguay and the United Arab Republic existing institutions have been reorganized, while many countries have set up entirely new regional, provincial or municipal administrations for literacy.

Administration

An important recommendation adopted by the Teheran Congress stipulates that the approach to literacy work, as to economic and social development itself, should be of a multiple character. This ruling has had repercussions in a variety of countries which have given an inter-ministerial structure to the body entrusted with the formulation and direction of a literacy policy. In some countries (Burma, Chile, Colombia, Cuba, Greece, Nepal and Senegal), these bodies, together with consultative committees, perform the classic role of inter-ministerial co-ordination; but in others (India, Ivory Coast, Mali, Thailand) there are national literacy committees representing a very wide selection of interested organs and units, having the explicit task of defining the national policy. Where—as, for example, in Algeria, Iraq, the United Arab Republic and Tunisia—these committees include not only representatives of the traditional organs and units, but also

spokesmen for political parties, mass-membership associations and the like, we have evidence of a very full understanding of the role of literacy work in the context of underdevelopment.

Elsewhere literacy work has been placed in the charge of a variety of authorities. Thus in Afghanistan there are programmes running concurrently under the authority of the Ministry of Education, of the Department of Rural Development of the Ministry of the Interior, of the Welfare Society (for women only) and of the Army. In Latin America, where private undertakings operate many literacy programmes in conjunction with vocational training centres of an autonomous character, Ministries of Education, as a general rule, obtain assent to the view that the general direction of literacy work, or at least the over-all co-ordinating function, belongs to them. In certain African countries bodies responsible for literacy work have been placed under the authority of a minister other than the Minister of Education, such as the Ministry of Community Development in Zambia, Ministry of Co-operatives and Social Services in Kenya, etc.

To summarize this selective inventory of events in the institutional field it can be said, while being careful not to attach exaggerated weight to the element of newness in the institutional solutions so far adopted, that there is evidence in them of a clear evolution, consistent with the recommendations of the Teheran Congress.

Quantitative progress

The impulse given by the Teheran Congress to literacy campaigns in general is reflected in an encouraging increase in literacy budgets. At the very time when a number of countries were compelled to face openly the question of limiting their total expenditures, and when there was general recognition of the total inadequacy of the resources assigned to school education as well as to adult education, numerous Member States nevertheless succeeded in increasing substantially the credits set aside for literacy work, as the following table shows.

While allowing for the fact that literacy programmes only represent a small fraction of the total resources assigned to education, and hence constitute a relatively light burden, it remains true that these figures reveal a striking development, the origin of which it would be difficult not to attribute to the world-wide impulse that, at this decisive stage, spurs the struggle against adult illiteracy.

It should also be noted that the integration of literacy programmes with general development plans has had the effect of promoting an increase in the volume of resources earmarked for literacy work.

To the extent that literacy work assumes a more functional character the private sector and, more generally, the productive sector as a whole must become more deeply involved, with the result that the financing of such work is no longer a charge on public budgets only. According to the data so far available it would seem that there is a rapid growth in the number and importance of schemes launched by public and private undertakings, although this broadening of activity on behalf of literacy is up to the present only faintly reflected in a corresponding broadening of authority of the institutions responsible for literacy work.

Growth of literacy budgets

Country	1965	1966	1967
Argentina	100	132	132
Chile	100	154	195
Colombia	100	—	134
Republic of the Congo	100	180	121
Dominican Republic	—	100	115
Greece	100	100	100
Kuwait	100	128	154
Malaysia	100	115	110
Mali	100	182	—
Nepal	100	158	—
Niger	100	175	216
Pakistan[1]	—	—	535
Tanzania[2]	—	—	2 142
Thailand	100	118	125
Zambia[3]	100	625	3 150

1. East Pakistan only, base 100 in 1964.
2. Base 100 in 1964.
3. The large increase is due to the fact the 1965 budget was solely intended to finance experimental action.

An examination of the figures below, showing the numbers made literate in various countries for which recent figures are available, reveals first a sharp increase in numbers in the period 1965-67, but secondly, a persistently low ratio of these new literates as a percentage of the illiterate population. In other words the results are appreciable but still very inadequate.

Countries showing an increase in numbers made literate

Countries in which ratio of new literates in 1967 to total illiterates over 15 years of age in excess of 5 per cent

	1965	1966	1967
Argentina	40 000	200 000	—
Cameroon	75 000	94 000	120 000
Chile	14 552	63 995	89 720
Cambodia	219 070	287 744	288 190
Iran	—	675 990	700 000
Kuwait	11 217	12 364	15 000
Tanzania	227 000	360 000	372 000

Countries in which ratio of new literates in 1967 to total illiterates over 15 years of age below 5 per cent

	1965	1966	1967
Burma	—	123 713	244 462
Republic of the Congo	6 995	11 752	20 000
Mali	26 154	57 364	60 000
Niger	10 819	16 176	16 807
El Salvador	13 271	15 538	17 000
Senegal	900	4 000	7 000

Countries with static or declining literacy rates

	1965	1966	1967
Ecuador	31 433	26 000	—
Greece	24 054	21 842	23 000
Guatemala	29 220	25 842	—
Libya	22 661	20 157	—
Peru	96 132	39 352	50 000
Malaysia	245 845	243 660	259 162
Republic of Korea	20 000	17 000	—

Types of action

The complexity of literacy operations, with their many economic, educational, social, political, technical and psychological aspects, is matched by the utmost variety in types of action: formulation, programming and execution of literacy undertakings; methods of training in reading and writing and of integrating literacy work with vocational guidance or training; teacher training and use of technical methods allowing for the modernization and greater efficiency of types of action still far too frequently marked by tradition and conservatism.

Modernization of approaches

If one is to link literacy work with development priorities it is essential to give careful consideration to the wide variety of changes which are constantly occurring today. In the first place—and this has only become clear gradually, after the Teheran Congress—the content of literacy programmes and hence their effect, have been considerably enriched, and this enrichment rests implicitly on a far more detailed understanding of the literacy phenomenon in its relations with underdevelopment. Simultaneously, it is now better understood that the compulsive linking of literacy with development has not only led to a clear view of the way in which to build the former into the latter but to an identification of those development needs which literacy can best help to meet. Accordingly, activities of the type summarized below, far from being fortuitous, fit into a coherent whole. Such are, in Gabon, the planning of its activities by the National Literacy Committee in terms of the priority needs of certain economic sectors;

in Nigeria, a literacy campaign for tobacco workers; in Brazil, several projects for the benefit of the illiterate labour forces engaged on the Urubupunga Dam and various electrification systems; in India, the Hyderabad literacy programme for agricultural workers in the High Yield Crop Varieties Programme; and in Yugoslavia, workers' education and literacy programmes organized by factory works councils in conjunction with vocational training.

Functional literacy

The principle having been accepted, it remains to convert traditional methods and contents so as to render literacy functional. This is undoubtedly the most difficult task today and it is encouraging to find that a growing number of educators and technicians are tackling it as, in their view, a component of the modernization of education in general. This merger of functional literacy into educational progress as a whole was brought into relief by the Director-General of Unesco in a speech made at the first session of the International Consultative Liaison Committee for Literacy (Paris, 5-9 June 1967) when, speaking on the theme 'Unesco and Adult Literacy', he said: 'Projects for functional literacy will have to be designed so to speak to measure—a very concrete measure—and this adaptation of means to ends and to actual situations may exert a tonic effect on educational methods in their totality.'

We can witness today a multitude of attempts to link together literacy work, even where it retains a flavour of school in its teaching methods and training of a professional, civic, political or specialized nature.

In Madagascar, Niger and Senegal literacy work is combined with campaigns for rural development. In other countries in *Africa* (Ghana, Malawi, Nigeria), in *Asia* (India, Malaysia, Pakistan, Republic of Viet-Nam) and in *Latin America* (Haiti, Dominican Republic) it is increasingly enmeshed with community development undertakings.

In Tunisia literacy work has become a feature of the agricultural and industrial production units and now represents a full-fledged social and economic training operation, aimed above all at awakening a response to problems of development.

In the Indonesian programme called *Pancha Marga* literacy and adult education are merged in a long-term development process.

In Cuba, the object of the literacy campaign, following up the efforts undertaken in 1961, is to bring adult learners up to the level of the sixth year of schooling in order to integrate them fully in the work of economic and social construction. Particular prominence is given to the functional aspect of this work by the preparation of literacy and adult education programmes closely linked to the activities of the Institute of Agrarian Reform, the Ministry of Industry and Training of Intermediate Technicians, etc.

The 'psycho-social' literacy method introduced in Chile seeks to make a functional contribution to social education; it brings group-dynamics into play and uses dialogue as a method of stimulating the critical faculties and an awareness of communal and national problems.

The growing emphasis placed on the functional aspect of literacy is of

particular significance in the case of migrant workers. As the migratory flow towards developed countries increases, so does the problem of the elementary teaching and the professional training of unqualified workers and this in countries long since freed from illiteracy. This problem is of current concern to many governmental authorities and to bodies specially set up to deal with it in co-operation with trade unions. Thus in France, where literacy work on behalf of immigrant workers is carried out by private associations in co-operation with the Ministries of Education, Social Affairs and Foreign Affairs (Department of Co-operation), the intention is to help these workers to gain access to a mode of life different from their native one and to contribute to their professional training, by equipping them to become instruments of development in their communities of origin.

Learning to read

Methods of teaching reading and writing vary very widely and some of them are still in the experimental stage.

Several countries have opted in favour of an approach based on the 'global' method. In the Cameroon, for example, the method used is a global one with syllabic emphasis matching the needs of the groups to be taught and offering a vocabulary of 850 words usable immediately. In the Republic of the Congo adults learn to associate consonants and vowels without fragmenting words acquired globally. In Niger, the course begins with the teaching of spoken French (the official language) and proceeds to written French by learning words and syllables globally. Senegal uses a global ideographic method invented by the Literacy Bureau of the Ministry of Popular Education, Youth and Sports.

Other countries have gone different ways. Malawi and Tanzania conduct their teaching programmes in reading and writing by the analytical method. The Ivory Coast, Ecuador and Mauritius have chosen a method combining analysis and synthesis. The Dominican Republic, El Salvador and Guatemala employ a method known as 'new words', which Guatemala has, however, recently abandoned in favour of a global method. Madagascar has just introduced this year a new semi-global method based on sentences relating to the daily concerns of the various rural communities. Zambia's programme is founded on the Laubach method. Spain, after various experiments, has settled for a method in which the word is the morphological and semantic unit. Chile has recently adopted a so-called 'psycho-social' method drawn up by a specialized team in the Bureau of Special Programmes for Adult Education.

On the other hand a number of Asian and Latin American countries resort, simultaneously, to several methods of teaching reading and writing, among them being Argentina, Burma, Nepal, Pakistan and Peru. In Burma a method has now been selected which is based on the monosyllabic character of the language, in preference to the sentence-based methods hitherto used in literacy work. The variety of methods used in Argentina results from the different forms of training received by those schoolteachers who, in their spare time, act as instructors in literacy campaigns. Here the global method, the method of 'source-words', the eclectic method and the Gattegno system are all in use, none

of them being compulsory. In Peru, on the contrary, a diversity of methods has now been swept away in favour of one known as 'Proesco'.

In all this we see a great variety of opinions as to the teaching methods to be used. Clearly, this is a field in which exchange of experience and scientific research on methods in use, together with evaluation of the results obtained through different techniques, have become highly desirable.

Reading materials

Much has been done since 1965 in the matter of publications for the use of illiterates and their teachers. The following are a few examples, arranged by regions.

Africa. Cameroon, three readers printed in 252,000 copies; Ivory Coast, one manual based on traditional literacy methods and one for use in conjunction with television; Republic of the Congo, two readers (11,000 copies) and an arithmetic handbook for teachers; Niger, two periodical (monthly) booklets constituting a reading and writing course; Senegal, two booklets, one for illiterates and the other for semi-literates, together with a handbook of advice for teachers; Tanzania, a booklet for adults (400,000 copies), a guide for teachers and another for group leaders; Zambia, seven series of booklets (forty-nine issues) for literacy work and forty-two booklets for post-literacy use.

Asia. Burma, a first reader (510,000 copies), a handbook for teachers and two additional booklets (300,000 copies); Malaysia, twenty-two booklets and handbooks; Nepal, one literacy handbook; Thailand, two handbooks (34,000 copies) and various pamphlets (47,000 copies).

Arab States. Algeria, two readers (Arabic and French), with reference cards; Syria, one reader and one handbook of arithmetic; Kuwait, two manuals for reading and writing.

Latin America. Argentina, three booklets for reading and writing and one for arithmetic; Chile, four books on arithmetic, four on problems of daily adult life, three readers and one manual on the psycho-social method; Haiti, a beginner's reader, two additional readers and a handbook for teachers; Colombia, four readers; Guatemala, various booklets (150,000 copies) and a manual for teachers; Ecuador, one reader (123,000 copies) and books on civics, geography, history, health and grammar (20,000 copies each); Mexico, a new booklet concerned with audio-visual literacy aids.

Newspapers

Some very interesting experiments have been carried out with the publication of special newspapers, or the insertion of special pages in existing newspapers, for the benefit of newly-literate adults with the aim of maintaining their interest in reading through articles on suitable subjects written at the appropriate level. Newspapers of this type are found in Cameroon, Guatemala, Haiti, Kenya, Madagascar, Nepal, Spain and elsewhere. In addition, literacy activities have been the subject of articles and special features in the regular press of many countries, in particular Ceylon, Republic of the Congo, Ecuador, Mali, Paraguay, Syria, etc.

Modernized methods

As a means of reinforcing and even sometimes of replacing classical media and materials and in order to take advantage of the power of attraction of sight and sound, a number of countries have resorted to the use of audio-visual media in their literacy programmes. A wide range of such media is available, from the simple poster to the television circuit.

Radio has been used in a number of literacy programmes, but first, in practically every country concerned, as a means of awakening motivation and of mobilizing public opinion. More specifically, radio has been used in certain cases for teaching a language other than the mother tongue, or as an aid to the learning of reading and writing, or for imparting guidance to literacy workers.

Among countries in which radio has been used to give direct assistance to literacy and adult education programmes we may cite: Ethiopia, where an experimental literacy programme was launched in 1965; Madagascar, where several hundred receivers were distributed to literacy centres; Mali, where the 'Radio School' programme is broadcast every evening for those speaking Bambara; Niger, where much radio time is devoted to educational broadcasts, including the teaching of spoken French; Iran, which has a special transmitter for literacy work in the Ghazwin district; Ceylon, where every literacy centre has its own receiver; Nepal, where an adult education programme is broadcast once a week; Malaysia, where, 1,540 receivers have been distributed to literacy centres; Argentina, which uses radio more particularly for literacy work among scattered populations; Guatemala, which has radio schools; Mexico, where radio literacy courses were started in 1966; Peru, where 1,300 receivers were distributed to schools running literacy courses; Jamaica, Spain, the United States of America, etc.

The cinema has remained a powerful auxiliary, especially in campaigns to awaken motivation and for popularizing educational themes. El Salvador and Tunisia, among others, have used it with particular success.

Television as a medium for teaching reading, writing and arithmetic is only in use in a small number of countries as yet, mostly on an experimental basis, but holds out the promise of far-reaching developments. Among countries which have used television for literacy and adult education purposes may be numbered Brazil, Ivory Coast, Senegal, Ghana, Italy, Iran, Jamaica, Mexico, Peru, the United Arab Republic and the United States of America. Plans are on foot for similar activities in Chile, Ethiopia, India and Uganda. In the Ivory Coast an experiment was begun by the Audio-visual Centre of the Ministry of Youth, in November 1963, for teaching workers in the Abidjan area and continued until May 1967. In Mexico the Directorate of Audio-visual Education at the Secretariat of Public Education put out an experimental programme in 1966, on close circuit; this was later taken up by a commercial concern and is now broadcast throughout the country; a special booklet to accompany the programme is supplied to viewers who show interest. In Jamaica an experiment is in progress since 1965 on closed circuit, using television and radio simultaneously; a wider network serving 120 classes is to start functioning on 8 Septem-

ber 1967, International Literacy Day. In Peru a literacy and adult education programme using television was started in 1965 and has recently been expanded.

Generally speaking it can be stated that the use of audio-visual media facilitates the modernization of teaching and training activities. In many cases the experimental stage is not yet ended and there is need for study and evaluation of results. Frequently, several media are used without any attempt at co-ordination but some efforts are being made to improve this situation.

Teaching staff

The transition from traditional literacy work—the straightforward teaching of reading and writing—to functional literacy achieved as part of a programme of vocational guidance or training necessarily involves changes in the recruitment and training of teachers. It has emerged, indeed, that those directly in charge of vocational training prove the best qualified to work towards functional literacy, since the addition of literacy to the whole training process cannot but enhance professional qualifications.

Nevertheless, in most countries it is still principally the schoolteachers who, in addition to their normal duties, direct adult literacy courses. This is the situation in *Africa:* Ethiopia, Ivory Coast, Niger, Nigeria, Senegal; *Asia:* Burma, Ceylon, India, Laos, Pakistan, Thailand; *Arab States:* Saudi Arabia, Jordan, Libya, Syria; *Latin America:* Argentina, Ecuador, Guatemala, Paraguay; and the same obtains in Canada, Greece, Malta, Poland and the United States of America.

It has been found, however, that even adequately trained schoolteachers tend to remain somewhat captive to their traditional ways of thought and methods of teaching and that a true functional approach may be difficult for them to apprehend.

Accordingly, a beginning is being made with the recruitment of other categories: agricultural leaders and male nurses in Niger, rural development leaders in Laos, seconded shop stewards in Senegal, intermediate factory staff in Tunisia, etc. In other countries, for example Algeria, Mauritania and Morocco, the need to train quickly the qualified manpower needed in new industrial undertakins has led to the systematic recruitment of literacy workers from among industrial foremen, who are given the necessary guidance.

This new tendency is even more marked in countries where the bulk of the literacy workers are recruited not from among schoolteachers, but from among volunteers who do literacy work for only a few hours a week and who are drawn from the better-educated categories of the population. This is the case, for *Africa*, in Cameroon, Madagascar, Tanzania and Zambia, for *Asia* in Malaysia and for *Latin America* in Haiti, Jamaica, El Salvador and Venezuela.

Research

Research activities appear to be expanding in many countries, as part of the total effort undertaken as a sequel to the Teheran Congress. They play an appreciable role in the development of ideas and practices.

Research in depth is following a variety of avenues:

(a) In the field of *psychology* the concern is to encourage the greatest possible proportion of illiterates to come forward. This has led to further work on the 'psycho-social' method which, according to a publication of the Chilean Ministry of Education, has some analogy with the Brazilian method of 'conscience-stirring' and places all the emphasis on a change in mental structure which it is sought to obtain through literacy, thus rendering the masses more receptive to the inculcation of science and technology.

(b) In the *engineering* field there is no attempt, initially, to investigate literacy as a phenomenon, but rather to achieve the effective launching of projects of economic development. In certain Arab States in particular the technical betterment of the illiterate worker is viewed as an essential precondition of development; this means, in practice, a combination of literacy work and professional training at the factory level.

(c) Among *teachers*, lastly, there has been a growing awareness that in literacy, instructional work in isolation seldom leads to effective and lasting results. In this connexion, however, recent research into methods of imparting the ability to read, as applied in many countries, has led to some progress towards closer definitions throughout the pedagogic field.

A feature of all this research work is the clear emergence of innovators. Thus the introduction in the United States of America, after a number of encouraging experiments, of regular programmed instruction constitutes an important step forward calculated to enhance the efficacy and yield of literacy methods. It has already become apparent that the programming of instructions for literacy workers gives better results in those cases where the personnel in question has not had the benefit of full training.

Finally, there is a clear tendency, since Teheran, towards full resort to interdisciplinary research. This already bears on a great variety of topics: in France, unit-formation in development areas, and adaptation of the content of literacy courses to the main streams of interest of daily life in town or country; in Latin America, problems of socio-profesuional motivation; in Hungary, new methods of training for the various categories of workers engaged in literacy; in Africa, study of the functional aspect of the spoken message in the rural milieu; and in the United States of America, since 1965, some dozen research projects directly relevant to adult literacy.

In this context mention may be made of the work of the Centre d'Études et d'Application Pédagogiques de l'Électricité de France (Gurey-le-Chatel) which conducts research in permanent liaison with all French organs concerned with the vocational training of adults and which has recourse for the purpose to experts in pedagogy, psychology and sociology, both French and foreign.

It can be said by way of conclusion that all these studies throw into relief the links that exist between literacy, the socio-economic complex and the problems of underdevelopment, thus underlining the many-sided nature of the latter. The fight against illiteracy is similar to the fight against underdevelopment and must be conducted similarly. Functional literacy is gradually coming to draw support from development activity and will thus acquire the same multi-dimensional character.

International co-operation

The foregoing summary of national endeavours underlines the need and the reality of international co-operation in the field of literacy.

This co-operation is a *need* because the magnitude of what remains to be done, in respect both of planning methods and of modes of execution, requires, beyond the marshalling of national experiences, experiments on a genuinely world scale. This is the particular significance of the World Experimental Programme.

And this co-operation is a *reality* because the progress so far made has often only been possible thanks to an appreciable contribution in the form of international assistance. The concept of international co-operation has developed considerably in the past two years and must continue to do so, since it has now become obvious that the eradication of illiteracy as an obstacle to development is in the interests not only of the countries where the evil exists, but of those which have freed themselves from it.

Formulation of new concepts

The new approach, under which literacy is linked to the objectives of economic and social development, was formulated gradually at several international conferences: the thirteenth session of the General Conference of Unesco in 1964, the International Conference on Public Education in 1965, and, that same year, the Teheran Congress. The further refining of new ideas after Teheran followed three main directions:

(a) The continuous study in depth of particular aspects of the several components of the problem, namely the educational, administrative, procedural, technical and financial implications of action undertaken on a world scale. The successive regional conferences of Ministers of Education (Bangkok, November 1965; Tripoli, April 1966; Buenos Aires, June 1966), the Regional Latin American Conference on the Planning and Organization of Literacy Programmes (Caracas, May-June 1966), the seminars organized during 1966 by the Regional Centres (Simla, Dakar and Sirs-el-Layyan) and the many meetings sponsored by various international non-governmental organizations all represented important stages in this evolution and made it possible to formulate new concepts.

(b) The broadening and intensification of international co-operation for the development of adult literacy programmes. To assure this aim, it became necessary to increase the range of resources and of channels of financing. This was duly accomplished at the twentieth and twenty-first sessions (1965 and 1966) of the General Assembly of the United Nations, at the forty-first session (July

1966) of the Economic and Social Council and at the fourteenth session (November 1966) of the General Conference of Unesco. As regards this last, it should be placed on record that a new chapter was begun with the decision to include in the Organization's programme for 1967-68 three distinct categories of literacy undertakings: those which call upon national resources supplemented by multilateral assistance, those which depend solely upon national resources, and those which also draw upon bilateral aid. In addition, the development of these different forms of co-operation has resulted in the emergence of a fourth category which comprises rural or industrial development undertakings in which figures a necessary literacy element.

(c) The setting into motion of the Experimental World Literacy Programme.

The World Programme

The launching of the World Programme represents one of the major responsibilities of the international community, and very particularly of Unesco. The programme consists of a number of functional literacy undertakings. Many countries wish to launch such undertakings on their own soil, while others look to the programme to provide answers to certain fundamental questions: what contribution can functional literacy make to the solution of problems of economic and social development? What is the return on investments in adult literacy? How does one set about planning an effective programme for literacy among agricultural workers? What technical aids and teaching methods yield the best results?—and so forth.

Forty-eight countries in every part of the world indicated their desire to participate in the Experimental Programme and their intention of earmarking substantial sums for the conduct of functional literacy projects. This fact alone demonstrates that, throughout the world, countries having the most varied regimes and cultures regard illiteracy as an obstacle to the solution of their crucial problems. The forty-eight countries are the following: *in Africa:* Cameroon, Republic of the Congo, Ethiopia, Ghana, Guinea, Kenya, Liberia, Madagascar, Malawi, Mali, Mauritania, Mauritius, Niger, Nigeria, Sierre Leone, Somalia, Sudan, Tanzania, Togo, Zambia; *in Latin America:* Bolivia, Brazil, Costa Rica, Dominican Republic, El Salvador, Ecuador, Guatemala, Haiti, Honduras, Panama, Paraguay, Peru, Venezuela; *among the Arab States:* Algeria, Iraq, Libya, Syria, Tunisia, United Arab Republic; *in Asia:* Afghanistan, India, Iran, Malaysia, Nepal, Pakistan, Philippines, Republic of Viet-Nam; *in Europe:* Turkey.

With a view to responding to the desire of these countries to take part in the Experimental Programme and to plan their activities in this field in a coherent manner, Unesco judged it necessary to dispatch exploratory missions to each one of them. Since the middle of 1965, such missions have proceeded or will shortly proceed to the following countries:

1965

Algeria, Ecuador, Ethiopia, Guinea, Iran, Mali, Pakistan, Sudan, Tanzania, Venezuela.

1966
Cameroon, Republic of Congo, India, Madagascar, Malawi, Niger, Togo.
1967
Afghanistan, Bolivia, Brazil,[1] Ghana, Liberia, Libya,[1] Malaysia, Mauritius,[1] Nepal, Nigeria,[1] United Arab Republic, Zambia.

These missions assist the governments in drawing up functional literacy projects and, in some cases, in preparing requests for international assistance. The United Nations Development Programme (UNDP) granted considerable financial assistance for the launching of such projects in Algeria, Ecuador, Guinea, Iran, Mali and Tanzania. The total amount of UNDP's aid reaches $7,517,000, which represents 34.5 per cent of the total cost of projects approved for this period of international aid (from four to six years).

As executing agency for these projects, Unesco's task is on the one hand to give the benefit of all available international experience to these original attempts in functional literacy, and on the other, at a later stage, to place at the disposal of the international community all the experience drawn from such national experiments. Venezuela has indicated its willingness to take part in the World Programme without claiming any external help. Libya and Zambia have let it be known that they are prepared to do the same.

One begins to perceive the rough outline of a vast international enterprise which represents at one and the same time the result of an effort of conception, the beginnings of activities of an essentially operational nature, and the sum of the contributions of the developing countries themselves, of certain bilateral programmes and of the whole system of United Nations organizations, who for their part have never before granted such generous help towards the elimination of illiteracy, an element of underdevelopment.

Gradual clarification

This upsurge of international co-operation was accompanied by a series of gradual elucidations of the subject of illiteracy and has resulted in a deep change in planning and financing techniques.

Localized concentration gives way to occupational definition

In practice, the original effort to link literacy work with economic development went no further than a geographical concentration of projects based on local development priorities.

An important step forward was taken with the recognition of the fact that this purely localized formulation did not lead to an adequate diversification of literacy programmes. Accordingly, it became the function of international co-operation to help States to overcome this limitation and to progress further. The task in the first place was to analyse the variety of needs of different occupational

1. Missions still to be sent in 1967.

sectors, of different productive units, and also of different categories of adult population. In this respect, the operational phase of the World Programme should lead to new advances in the functional approach.

Incorporation of literacy work with development activities

In order to achieve incorporation, it was clearly necessary to move towards new techniques of planning; for it was soon realized that if the problem was to build into given projects of economic development the related component of functional literacy, then emphasis should be placed on the vocational needs of the illiterate workers. In other words literacy programmes had to be conceived in terms of the needs of the vocational training timetable, itself a factor of the development plan—whether industrialization, creation of new units of production, irrigation of new lands, introduction of new agricultural techniques, etc. This timetable must determine the character of literacy operations, the duration of the courses and the timing at every stage.

This new approach fits very well into the policy of establishing the closest links between education and development, which is common to the United Nations Development Programme and to Unesco, and which has had the effect of giving greater cohesion to a broad diversity of activities, imparting a more purposeful character to the co-operation of the principal members of the United Nations system.

Evolution of methods of financing

Member States have not yet drawn the practical consequences of these new concepts on the financing of literacy work. The Caracas Conference (June 1966) had this time-lag in view when it concluded that the question of finance was without any doubt one of the most difficult ones for the countries of the Latin American region, who were all suffering from the inadequacy of their institutions in the face of the tasks which awaited them, and from the disproportion between traditional methods of financing and the new perspectives open to literacy and adult education.

Early projects in functional literacy are the result of the above evolution of concepts and provide evidence that international co-operation has made it possible to work out such concepts, which are now beginning to find an application in various literacy and development programmes and which help to throw light on many aspects of international aid itself.

The first experimental projects

Although certain common principles naturally governed the planning of the first experimental undertakings in functional literacy, the pilot-projects launched in the first seven countries reveal a great variety of economic, social and educational conditions.

Algeria. The programme concerns both an agricultural sector and two important industrial centres. One sub-project is located in the autonomous agricultural sector of the rural district of Staouéli, another in the industrial zone of Arzew, where a petro-chemical complex is in course of development at the terminal of the Assi R'mer pipeline, while the third is in the district of Annaba where a steel plant is being erected and the irrigated sector of Bounamoussa is being prepared for productive use. The object of the programme is to achieve functional literacy among 110,000 adult workers and farmers. Training will be conducted either in Arabic or in French and will cover not only reading, writing and arithmetic but also the technical and professional formation of the workers, both industrial and agricultural. It will also aim at raising the general level of knowledge of these workers and their families.

Ecuador. The object of this project, which is to be carried out in various parts of the country having differing economic structures, is to show in measurable form the effects of functional literacy upon economic development. In one region, Cuenca, the aim is the reconversion of the local economy by creating a network of small-scale industries; in the country of Milagro, where the economy is based on exports of agricultural produce, rural co-operatives are beginning to function as a feature of agrarian reform. The competent technical institute is carrying out an experiment in rural development, each stage of which is co-ordinated with the functional literacy programme. The third sub-project is based on a large agricultural undertaking where land-sharing and a reform of methods of production, and of modes of living, are in progress. This project is aimed at several tens of thousands of illiterates and at as many semi-literates.

Guinea. This project, which is not yet operational, is mainly concerned with making literate agricultural workers in three food-producing areas of great importance. There is also to be a sub-project for the functional training of over 3,500 workers in new industrial undertakings, while a production centre for literacy textbooks is to be set up in the capital.

Iran. There are to be two sub-projects, one in the agricultural region of the Great Dez, where a vast irrigation plan is being implemented, and the other in the city of Isfahan, which has both agricultural and industrial problems. The Great Dez sub-project is chiefly important because this is a control area where a major public works undertaking and the modernization of agriculture are inhibited by widespread illiteracy. In Isfahan, where expansion is in full flood, the object of the sub-project is to improve the capacities and output of workers and to prepare the enrolment of the illiterate population of neighbouring villages, together with that of the local unemployed, in new city-based industries.

Mali. The pilot project is designed to help to increase the output of cotton and rice growers in the Ségou area, and of salaried workers in State undertakings at the second and third levels. The Ségou programme will be concerned with close on 100,000 adult illiterates, some of them living in the newly-irrigated zone of

the central delta of the River Niger. Instruction will last for two years and will be conducted in French or in Bambara.

Tanzania. The Tanzanian project is entirely located within rural areas, namely four districts at the southern end of Lake Victoria which have been given priority in the five-year development plan. The purpose is to assist in the development of this zone, which calls for large-scale irrigation works and the mechanization of cotton and coffee production. The language of training will be Swahili, and the work will be entrusted to several categories of instructors: teachers, government officials and leaders of co-operatives and trade unions, who will receive preliminary guidance and in-service refresher courses. The choice of several categories of instructors is designed to ensure equilibrium between the educational, social and vocational aspects of the project and to promote their simultaneous growth.

Venezuela. This project is to be conducted in the State of Bolivar as a component of the development of the hydro-electric, mining and forestry resources of the region, involving large programmes of irrigation and rural electrification. It calls for the urgent turning into literates of some 20,000 adults, the organization of courses at a higher level for 27,000 other adults and the vocational training of 13,000 agricultural workers. In addition, a literacy programme bearing on over 35,000 individuals is foreseen in the State of Portuguesa, while another sub-project connected with rural migration and intensive urbanization in the State of Lara should prove to be of particular interest.

Two essential features are characteristic of all these seven projects:

(a) Evaluation of results throughout the duration of the undertaking is an indispensable component of operational activity. There is here no question of an academic type of research, but rather of a scrutiny focused on action and aimed at measuring the efficacy of the methods used, with a view to drawing lessons from them for the future. Accordingly, experimental projects tend to cover as wide a field of activities as possible, ranging from advanced industrial sectors such as petro-chemicals to agriculture of a type only just emerging from subsistence economy.

Country	Total cost (U.S. $)	National contribution (U.S. $)	UNDP aid (U.S. $)	UNDP aid as percentage
Algeria	4 160 676	2 970 776	1 189 900	28.6
Ecuador	2 896 250	1 739 850	1 156 400	39.9
Guinea	2 683 300	1 220 000	1 463 300	54.5
Iran	2 890 346	1 532 346	1 358 000	47.0
Mali	4 247 112	3 070 612	1 176 500	27.7
Tanzania	6 370 200	5 197 000	1 173 200	18.4
Venezuela	10 908 138	10 908 138	—	—

(b) Teaching methods and technical aids used vary from country to country, and this facilitates both experimentation and a comparison of approaches.

The total cost of these seven projects will exceed $34 million, distributed as shown in the table on page 66.

In order to strengthen the efficacy of these experimental projects certain arrangements of a bilateral character have been concluded, in close contact with the multilateral aid, between the beneficiary countries and Finland, France, Netherlands, Sweden, Switzerland and U.S.S.R.

Originality of the pilot projects

While these projects differ widely as between one another, they nevertheless have certain significant common features which it is worth while to stress in the light of the experience gathered and of the evaluation of results. Chief among these features are:

Variations in approach according to conditions

Traditional literacy campaigns are designed for those who have been unable to attend elementary school. They have therefore a common basis, act as a point of departure, and are generally uniform in type. On the contrary the pilot projects are conceived in the light of development priorities and of manpower needs; hence they differ in content and method, as functions of dissimilar situations.

Decentralization of organization and financing

The decentralization of certain literacy undertakings carried out by local authorities, industrial firms, agricultural estates or co-operatives may lead to decentralization of organization and financing. If one compares the cost of functional literacy operations with the lost benefits of the same undertaking which did not launch literacy work, one can then calculate the time which should be allowed for amortizing those costs. This done, many undertakings should have no hesitation in assuming the cost of literacy programmes themselves, the rewards having been duly established.

Programming by projects

Ad hoc programming permits a more realistic calculation of costs, since it gives its exact weight to the degree of incorporation of the functional literacy component in the development project itself and makes it possible to relate expenditure to its purpose at every stage of advance of the operation. The use of this method at every point in the Experimental Programme will result in costings of literacy programmes differentiated by sectors of activity, by occupational categories, by the size of the undertaking and by number of workers taught. It can also help to determine what is the best method of financing each item of expenditure.

Global character of the undertaking

It is not yet possible to ascertain to what extent the experimental projects have given full weight to the economic, political, social, educational, and technical factors which are the natural components of an activity as interdisciplinary and multiform as literacy. But it can already be affirmed that, in preparing the experimental projects, every effort was made to go beyond a mere paper correlation or mechanical assemblage of the various elements, in order to arrive at a genuinely global view. In so far as these efforts succeeded, the programme not only allows true experimentation and a very precise measurement of results, but beyond this to construct and put into effect educational activities which are firmly woven into the life of the community.

To sum up, these experimental projects constitute a vast endeavour of promotion of functional literacy viewed both as systematic experimentation and as an act of demonstration. If this is so, there is every justification for the participation of international aid in the financing of the enterprise.

The experimental projects have also opened the way to the incorporation, in any development undertaking, of the functional literacy component which is proper to it. Here international aid plays the role of stimulus, even where it is confined to providing technical assistance to national programmes which are financed without its support.

Regional and bilateral co-operation

Alongside the increase in national efforts in favour of literacy there has been since 1965 a heightening of both regional and bilateral co-operation.

On the regional plane, in addition to the conferences concerned, as reported above, with the problems of illiteracy and its cure, attention has been directed chiefly to the training of personnel undertaking literacy work and to building up direct co-operation between countries where illiteracy is still a major problem.

As regards the training of literacy workers, the Arab States Training Centre for Education for Community Development (ASFEC), together with the sub-regional centres at Ibadan and Nairobi, have run courses for middle and upper-level workers. There were also in 1966 two courses on the planning of literacy campaigns, one held at Dakar by the Regional Group on Educational Planning and the other at Simla (India) under the aegis of the Asian Institute of Educational Planning and Administration.

Co-operation between countries where illiteracy is still a major problem has been marked by a number of initiatives. The Arab States have appointed a commissioner to co-ordinate all action taken with a view to the creation of a regional literacy agency. This step was given support by the Conference of Ministers of Education and Ministers responsible for Economic Planning in the Arab States (Tripoli, 9-14 April 1966), which recommended that the States concerned 'should pay urgent attention to the carrying out of the resolution adopted by the Council of the Arab League (. . .) concerning the creation of an

Arab Fund against Illiteracy'. The Maghreb countries, for their part, at a colloquium held in Tunis in October 1965, examined the possibilities of gaining mutual benefit from an exchange of their experiences and facilities in the literacy field. Several African countries have held seminars to study the problems arising out of the transcription of national languages used in literacy work: choice of vocabularies, preparation of grammars, editing of reading texts, etc. The similarity of purposes and the variety of solutions adopted make it highly desirable that this co-operation between developing countries should be further intensified.

The Teheran Congress had expressed the hope that the developed countries would, in their bilateral aid programmes, take due note of the priority accorded to literacy work by the developing countries, and it is gratifying to find that many efforts have been made in this sense since 1965.

Thus Canada has granted several developing countries increased help in the form of experts and material (books, trucks, etc.). France has declared itself ready to grant financial aid to a functional literacy project falling within the Experimental Programme, and continues meanwhile to give assistance to literacy programmes in several developing countries, particularly in French-speaking Africa. The Netherlands authorities are considering the possibility of giving technical assistance to an educational radio literacy project in Ethiopia, and are also planning to place mobile printing units at the disposal of developing countries for literacy purposes, the first two recipients being Indonesia and Iran. Italy contributed to the organization and financing of a seminar, held in Sardinia in December 1966, which was attended by international experts and by the national directors of the Experimental Programme's existing projects; Italy is also proposing to furnish equipment to a variety of literacy projects about to be started. The Federal Republic of Germany has continued to collaborate in literacy projects and has given assistance to a number of countries, in particular Guatemala and Madagascar. The United Kingdom indicated at the fourteenth session of the General Conference of Unesco that it was willing to grant aid of a bilateral nature to activities pursued under the Experimental Programme. Again under bilateral aid agreements, over 3,000 teachers and 4,500 volunteers from the United Kingdom have gone out to developing countries since 1965; many are working full-time or part-time in adult literacy programmes or in related activities. The Scandinavian countries have launched a campaign in support of the functional literacy project undertaken in Tanzania. In addition, Sweden has, during the 1965-67 period, sent 112,000 tons of paper to Afghanistan, Burma, India, Nepal and Pakistan to help production of school textbooks and of reading material for new literates. Czechoslovakia has offered to supply audiovisual material. The U.S.S.R. has undertaken studies for the construction of buildings to house the national and regional literacy centres in Mali, and granted credits for the work. The United States of America have, in the two-year period, furnished direct aid to the value of $1,039,000 to a literacy project in India, have assisted in the creation and distribution of cyclostyled rural newspapers in a number of African and Latin American countries and have provided credits of $15,560,000 in 1966, and of $14,657,000 in 1967, for the production of reading and other teaching materials for use both in schools and in adult education programmes in

many countries, including Bolivia, Costa Rica, Liberia, Nepal, Philippines, Tanzania, the Republic of Viet-Nam and the Central American States.

These few examples of bilateral co-operation, which are only a fraction of the total aid given under this heading, encourage the hope that literacy will in future occupy a more important place than in the past in agreements for bilateral aid in the cultural and economic fields.

A leap forward in international co-operation

The Teheran Congress captured the world's attention; its principal themes were taken up by hundreds of newspapers and reviews, by radio, television, and the other mass media throughout the world, and received copious coverage.

The working documents and the final report of the congress were given the widest distribution and published in English, French, Italian, Farsi, Portuguese, Russian, Serbo-croat, Spanish and Swahili.

Eminent persons, including many Heads of State, spoke in favour of the eradication of illiteracy and expressed their desire to support all action undertaken in this cause. Thus His Holiness Pope Paul VI, in his encyclical *Popularum Progressio,* in March 1967, declared that literacy was 'a fundamental factor of social integration and of personal enrichment for man, and for society a privileged instrument of economic progress and of development'. The President of the United States of America, Mr. Lyndon B. Johnson, for his part, appealed to the American people in September 1966 to celebrate World Literacy Day in every appropriate way and to reaffirm its determination to co-operate with national and international organizations, private groups and individuals working for the eradication of illiteracy. The President of the Republic of Lebanon, Mr. Charles Hélou, issued a message asserting his faith in the success of the world campaign.

These encouraging statements were followed by positive steps designed to stimulate, on both the regional and the international planes, the wave of enthusiasm for world action against illiteracy. Iran, Mali, Morocco and Tunisia made voluntary contributions to Unesco, drawn from their military budgets, for financing complementary activities within the Experimental Programme. Unesco itself opened a special account to receive such contributions, and is thus able to step in and to assist undertakings which have particular interest for the international community.

In a letter addressed to the Director-General of Unesco, transmitting his country's contribution to the Organization's account, H.I.M. the Shahinshah of Iran declared: 'The eradication on an international scale of the social evil represented by illiteracy will undoubtedly require time, and resources far greater than my Government's modest contribution. On the other hand, we must hope that a decision which, for a developing country like my own, constitutes a genuine sacrifice, will be followed by many others, and will perhaps enable Unesco to set up a Special Fund to carry through a historic undertaking of the utmost urgency if humanity is to prosper economically, socially and culturally.'

Non-governmental organizations have shown increasing interest in the action

undertaken in favour of literacy and have given it positive support. They have called several meetings and seminars to study the relevant problems and to draw up recommendations for their solution. A working group of such organizations set up for the purpose met in Paris on 22 March 1966. Trade unions, which are able to play a very important role in literacy campaigns by mobilizing the active support of their workers, have taken several initiatives designed to strengthen their participation in the drive to literacy.

The International Confederation of Free Trade Unions (ICFTU) is organizing a world conference on 'education at work', and is considering the use of its World Solidarity Fund for the promotion of literacy. A number of affiliates of the ICFTU in developing countries have already taken the initiative and launched campaigns to stimulate literacy work among workers. The World Council of the International Federation of Christian Trade Unions proclaimed at its thirtieth session (July 1966) 'its determination to join hands with all international and national authorities and to co-operate with them in the literacy campaign and in the achievement of common ends'. It has invited all its member organizations to work together for the elimination of the scourge of illiteracy and ignorance.

The World Federation of Trade Unions (WFTU) has issued an appeal to all trade unions throughout the world inviting them to take concrete measures in favour of literacy among workers. It has suggested that one working hour a day, falling within normal working hours and paid as such, should be devoted by law to literacy work. Further, at the request of a number of trade union organizations, the WFTU has proposed a slogan to trade unions in industrialized countries: 'a pencil and a note-book for every illiterate worker will give concrete form to the international solidarity of the workers'.

The World Confederation of Organizations of the Teaching Profession (WCOTP) has similarly invited its constituents to seek to give prominence to the economic and social advantages of literacy. The International Council of Women, at a meeting held in Teheran in May 1966, invited all members situated in countries in which illiteracy has been virtually eliminated to extend aid to those national councils of women who are still engaged in the struggle. Many other non-governmental organizations are taking part in literacy activities: the International Movement of Catholic Agricultural and Rural Youth, the World Federation of Democratic Youth, the Swaziland Sabena Society, the International Civil Service Training Organization, the World Council of Christian Education, the World Association of Girl Guides and Girl Scouts, and others. Further support has been given by the World Assembly of Youth, the International Catholic Press Union, the General Secretariat of the Conference of African Women, the International Democratic Federation of Women, the World Alliance of Christian Women's Unions, etc.

The awakening of international opinion to the problems of literacy has been further stimulated by growing co-operation between various intergovernmental organizations. The International Labour Organisation, the Food and Agriculture Organization, the World Health Organization, the World Food Programme, all participate in the preparation and execution of pilot projects in the experimental programme by attaching members to planning missions, recruiting specialized experts to work in the field, etc.

At a meeting held in Paris on 6 and 7 September 1966 these organizations came to agreement on the details of even more effective co-operation in the literacy field, to which they pledged themselves to devote increasing efforts.

The Executive Board of Unesco, for its part, has taken steps to intensify current action and to co-ordinate the efforts of all States, institutions, organizations and movements concerned, whether national, regional or international, governmental or non-governmental, in order to stimulate and guide concerted action on a world scale. For this purpose it appointed, to serve alongside the Director-General, an International Consultative Liaison Committee for Literacy in which are brought together leading personalities capable of making an effective contribution to the intellectual analysis of the technical problems and to the study of the steps to be taken in order to bring increased financial resources, from more varied sources, to the support of the Experimental World Literacy Programme. The first meeting of this committee took place in Paris from 5 to 9 June 1967 under the chairmanship of H.I.H. Princess Ashraf Pahlavi.

In order to gain further public interest and support for the experimental programme, Unesco has created a Mohammad Reza Pahlavi Prize, financed by a generous gift from the Iranian Government, to be awarded each year to any institution, association or person who shall have performed outstanding service in the cause of literacy. This prize will be awarded yearly, starting on 8 September 1967, the date of World Literacy Day. This date was fixed by the General Conference of Unesco at its fourteenth session in November 1966, on a recommendation of the Teheran Congress, which opened on that date in 1965. Governments are invited to celebrate it in a suitable manner, and many have done so in 1966. It is hoped that these celebrations will awaken echoes throughout the world and thus help to sustain the action resolutely undertaken by the international community for the eradication of illiteracy.

The contribution of international co-operation

International co-operation manifests itself on three fronts:

(a) It allows the formulation of *new concepts,* which impact upon methods of planning and encourage the reform of educational techniques while mobilizing new financial resources for literacy;

(b) With the *World Literacy Programme* to which it gave life, it has created a novel instrument through which new concepts can be put to a direct test in the various pilot projects constituting the programme;

(c) It has at its disposal in the World Programme a test-bench which enables it to *measure its own efficacy* in this great struggle against illiteracy and to gauge the power that international solidarity may attain, in a cause of such cardinal importance to the development of man, of society, and of humanity in its totality.

Mohammad Reza Pahlavi Prize 1967

THE JURY appointed by the Director-General to award the Mohammad Reza Pahlavi Prize for meritorious work in adult literacy,

Stressing that the endowment of the prize was made possible through the generous gift of H.I.M. the Shahinshah of Iran, and that his action is indicative of the efforts made, at both national and international level, by the people and Government of Iran for the eradication of illiteracy,

Having examined with the greatest attention eighteen applications submitted by sixteen Member States and two international non-governmental organizations, and having formed the opinion that all were noteworthy in various respects,

Has unanimously decided to award the Mohammad Reza Pahlavi Prize for 1967

To the pupils of the Tabora Girls' Secondary School (Tanzania)

For the remarkable example of civic spirit, human solidarity and practical enthusiasm that they have set by voluntarily organizing for illiterate adults literacy and pre-vocational training activities in line with the increasing efforts Tanzania is making to further literacy teaching and progress in general among its adult population

THE JURY, conscious of the need to reward, publicize and encourage the many projects and activities for the promotion of literacy teaching which may inspire others and encourage emulation, has also decided to award honourable mentions to the following persons and institutions:

Felix Gregorio Adam Esteves, Director of the National Office for Adult Education (Venezuela)

For his personal contribution to the organization and execution of a national adult literacy programme by which the country's illiteracy rate has been reduced from 52 per cent to 17 per cent in eight years.

Francesco Salis, primary school teacher in Sardinia (Italy)

Through whose devotion to the community that he has been serving for twenty-six years its economic and social standards have been improved and its illiteracy rate reduced from 37 per cent to 4.5 per cent.

Directorate of Special Plans for Adult Education (Chile)	For its systematic work for the rapid reduction of the country's illiteracy rate and the integration of literacy programmes in the national development targets.
Moroccan League for Basic Education and the Campaign against Illiteracy	For co-ordinating private and non-governmental projects in the execution of two large-scale literacy campaigns and enlisting widespread support from the public.
National Council for Adult Education (Cuba)	For one of the most remarkable efforts to mobilize public opinion in support of literacy work, as a result of which the country's illiteracy rate fell from 25 per cent to 3.9 per cent.
National Literacy Campaign Organization (Ethiopia)	For establishing a widespread network of literacy centres and for co-ordinating the work of firms, organizations, local communities and public and private services in a concerted effort to promote literacy teaching.

THE JURY also wishes to pay a warm tribute to the many institutions and individuals who, in Africa, in the Arab world, throughout the continent of Asia, in America and in Europe are working daily, often anonymously, for the promotion of adult literacy, which, in conjunction with development and the provision of schooling for children, is the major task of our age.

31 August 1967

Members of the Jury
H.I.H. Princess Ashraf Pahlavi
Mr. Rodolfo Barón Castro
Mr. Mohammed El Fasi

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on Adult Education